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Financing of the African Union-United Nations Hybrid Operation in Darfur

Report of the Fifth Committee

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I. Introduction

1. At its 3rd plenary meeting, on 21 September 2007, the General Assembly, on the recommendation of the General Committee, decided to include in the agenda of its sixty-second session the item entitled "Financing of the African Union-United Nations Hybrid Operation in Darfur" and to allocate it to the Fifth Committee.

2. The Fifth Committee considered the item at its 19th, 20th and 26th meetings, on 19 and 20 November and 21 December 2007. Statements and observations made in the course of the Committee's consideration of the item are reflected in the relevant summary records (A/C.5/62/SR.19, 20 and 26).

3. For its consideration of the item, the Committee had before it the following documents:

(a) Report of the Secretary-General on the financing of the African Union-United Nations Hybrid Operation in Darfur for the period from 1 July 2007 to 30 June 2008 (A/62/380);

(b) Related report of the Advisory Committee on Administrative and Budgetary Questions (A/62/540);

(c) Letter dated 2 October 2007 from the Secretary-General to the President of the General Assembly (A/62/379).

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II. Consideration of draft resolution A/C.5/62/L.15

4. At its 26th meeting, on 21 December, the Committee had before it a draft resolution entitled "Financing of the African Union-United Nations Hybrid Operation in Darfur" (A/C.5/62/L.15), submitted by the Chairman on the basis of informal consultations coordinated by the representative of Norway.

5. At the same meeting, the Committee adopted draft resolution A/C.5/62/L.15 without a vote (see para. 6).

III. Recommendation of the Fifth Committee

6. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolution:

Financing of the African Union-United Nations Hybrid Operation in Darfur

The General Assembly,

Reaffirming its resolution 61/279 of 29 June 2007,

Having considered the report of the Secretary-General on the financing of the African Union-United Nations Hybrid Operation in Darfur,[1] the related report of the Advisory Committee on Administrative and Budgetary Questions[2] and the letter dated 2 October 2007 from the Secretary-General to the President of the General Assembly,[3] and recognizing that the costs of the Operation are expenses of the Organization to be borne by Member States in accordance with Article 17, paragraph 2, of the Charter of the United Nations,

Recalling Security Council resolution 1769 (2007) of 31 July 2007, by which the Council established the African Union-United Nations Hybrid Operation in Darfur for an initial period of twelve months as from 31 July 2007,

Reaffirming the general principles underlying the financing of United Nations peacekeeping operations, as stated in its resolutions 1874 (S-IV) of 27 June 1963, 3101 (XXVIII) of 11 December 1973 and 55/235 of 23 December 2000,

Mindful of the fact that it is essential to provide the Operation with the necessary financial resources to enable it to fulfil its responsibilities under the relevant resolution of the Security Council,

Noting the hybrid nature of the Operation, and in that regard stressing the importance of ensuring full coordination of efforts between the African Union and the United Nations at the strategic level, unity of command at the operational level and clear delegation of authority and accountability lines,

1. *Requests* the Secretary-General to entrust the Head of Mission with the task of formulating future budget proposals in full accordance with the provisions of General Assembly resolutions 59/296 of 22 June 2005, 60/266 of 30 June 2006 and 61/276 of 29 June 2007, as well as other relevant resolutions;

2. *Expresses concern* at the financial situation with regard to peacekeeping activities, in particular as regards the reimbursements to troop contributors that bear additional burdens owing to overdue payments by Member States of their assessments;

3. *Also expresses concern* at the delay experienced by the Secretary-General in deploying and providing adequate resources to some recent peacekeeping missions, in particular those in Africa;

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[1] A/62/380.

[2] A/62/540.

[3] A/62/379.

4. *Emphasizes* the importance of interaction and coordination with troop-contributing countries;

5. *Recalls* section I, paragraph 6, of its resolution 55/238 of 23 December 2000 and paragraph 11 of its resolution 56/241 of 24 December 2001, and requests the Secretary-General to ensure the proper representation of troop-contributing countries in the Department of Peacekeeping Operations and the Department of Field Support, taking into account their contribution to United Nations peacekeeping;

6. *Also recalls* that the African Union-United Nations Hybrid Operation in Darfur should have a predominantly African character and that the troops should, as far as possible, be sourced from African countries;

7. *Reaffirms*, in the context of all Security Council decisions on peacekeeping operations, the prerogatives of the General Assembly in issues related to administrative and budgetary matters;

8. *Emphasizes* that all future and existing peacekeeping missions shall be given equal and non-discriminatory treatment in respect of financial and administrative arrangements;

9. *Also emphasizes* that all peacekeeping missions shall be provided with adequate resources for the effective and efficient discharge of their respective mandates;

10. *Recalls* the unique nature and mandate of each operation, and stresses that the resource requirements should be commensurate with the mandates and complexities of each operation;

11. *Reiterates its request* to the Secretary-General to make the fullest possible use of facilities and equipment at the United Nations Logistics Base at Brindisi, Italy, in order to minimize the costs of procurement for the Operation;

12. *Endorses* the conclusions and recommendations contained in the report of the Advisory Committee on Administrative and Budgetary Questions,[2] subject to the provisions of the present resolution, and requests the Secretary-General to ensure their full implementation;

13. *Takes note* of paragraphs 37, 40, 46, 48, 66, 68, 70 and 74 of the report of the Advisory Committee;

14. *Decides* to establish thirteen posts for the conduct and discipline team and fourteen positions to be funded from general temporary assistance;

15. *Recalls* paragraph 35 of its resolution 61/279, and decides to approve thirteen posts (four P-5, eight P-4 and one General Service) for the integrated operational team in order to provide backstopping for the African Union-United Nations Hybrid Operation in Darfur, the United Nations Mission in the Sudan and the United Nations Mission in the Central African Republic and Chad, to be financed through the support account for peacekeeping operations, and requests the Secretary-General to report expenditures thereon for the financial period from 1 July 2007 to 30 June 2008 in the performance report for the period;

16. *Looks forward* to the finalizing of the exchange of letters between the United Nations and the African Union as set out in the report of the Secretary-General;[1]

17. *Notes with concern* that the budget for the Operation for the period from 1 July 2007 to 30 June 2008 was not submitted in a results-based-budgeting format, and requests the Secretary-General to ensure that the budget for the Operation for the period from 1 July 2008 to 30 June 2009 is submitted in full compliance with relevant General Assembly resolutions on the preparation of budgets for peacekeeping missions;

18. *Reaffirms* its resolution 55/231 of 23 December 2000, and requests the Secretary-General to prepare the budgets for peacekeeping operations in full compliance with that resolution;

19. *Reiterates* its request to the Secretary-General to integrate operational, logistical and financial aspects fully in the planning phase of peacekeeping operations by linking results-based budgeting to the mandate implementation plans of peacekeeping operations;

20. *Reaffirms* the importance of ensuring that the work undertaken during the planning phase preceding the deployment of missions is as effective and accurate as possible, and emphasizes the importance of drawing on lessons learned;

21. *Takes note* of the large scope and number of extraordinary measures contained in the letter of the Secretary-General to the President of the General Assembly;[3]

22. *Notes with concern* the recurrent application of extraordinary measures in peacekeeping operations;

23. *Stresses* the need for effective management and mitigation of risks in all phases of United Nations peacekeeping missions;

24. *Underlines* the risks inherent in the use of extraordinary measures, and stresses the importance of adequate advance planning to avoid the application of such measures;

25. *Requests* the Secretary-General to ensure that the financial regulations and rules of the Organization are abided by and fully upheld in all phases of the Operation;

26. *Reaffirms* the need for the procurement system to be transparent, open, impartial and cost-effective, based on competitive bidding and fully reflecting the international character of the United Nations;

27. *Notes with concern* the decision of the Secretary-General to utilize a single-source contract without competitive bidding, and requests the Secretary-General to take immediate action to supply goods and services in compliance with the established procedures for procurement, based on international competitive bidding and the widest possible geographical base of procurement, so as to avoid a non-competitive extension of the present contract;

28. *Recalls* its resolution 54/14 of 29 October 1999 regarding the need to take steps to ensure that specifications are not deliberately tailored to predetermine

the choice of supplier and that the principle of separation of responsibilities of the requisitioning and approving officers is maintained;

29. *Encourages* the use of procurement within the region for the requirements of missions, taking into account efficiency and cost-effectiveness;

30. *Requests* the Secretary-General to entrust the Office of Internal Oversight Services to undertake a comprehensive review of the use of the extraordinary measures for the Operation contained in the letter of the Secretary-General to the President of the General Assembly;

31. *Also requests* the Secretary-General to continue to ensure full respect for all legislative mandates, and notes with concern that the Secretary-General did not respond to its request contained in paragraphs 13 and 14 of its resolution 61/289 of 29 June 2007;

32. *Further requests* the Secretary-General to further explore, without prejudice to the distinct mandates, resources, roles and areas of operation of the United Nations Mission in the Sudan and the African Union-United Nations Hybrid Operation in Darfur, the scope for synergies and cooperation between the two missions, where possible, and to report thereon to the General Assembly for its consideration in the context of the budgets of the missions for the period from 1 July 2008 to 30 June 2009;

33. *Requests* the Secretary-General to include in his 2008/09 budget submission details of the mechanisms that exist at Headquarters and in the field for ensuring coordination and collaboration among all United Nations actors active in the relevant mission area;

34. *Also requests* the Secretary-General to ensure that future budgets for the Operation contain sufficient information, explanation and justification of the proposed resource requirements relating to its operational costs in order to allow Member States to take well-informed decisions;

35. *Further requests* the Secretary-General to review the structure of the Operation and the allocation of posts and their grade levels as personnel are deployed and on the basis of actual workloads and experience gained, and to reflect that ongoing review in future budget submissions;

36. *Underlines* the need for the deployment of staff of the Operation to be phased in order to conform to its operational needs as it evolves and to its support capacity, and stresses in this regard that during its start-up phase the principal focus of the Operation should be to ensure that core capacity is quickly put in place;

37. *Also underlines* the need for the deployment of civilian staff to be phased in accordance with the deployment of military and police personnel;

38. *Notes* that the Secretary-General proposes to create five hundred and forty-eight volunteer positions, of which only four would be for nationals of the Sudan, and requests the Secretary-General to explore ways of increasing the number of nationals of the Sudan to forty-eight;

39. *Requests* the Secretary-General to ensure the full implementation of the relevant provisions of its resolutions 59/296, 60/266 and 61/276;

40. *Also requests* the Secretary-General to take all necessary action to ensure that the Operation is administered with a maximum of efficiency and economy;

41. *Further requests* the Secretary-General, in order to reduce the cost of employing General Service staff, to continue efforts to recruit local staff for the Operation against General Service posts, commensurate with the requirements of the Operation;

Budget estimates for the period from 1 July 2007 to 30 June 2008

42. *Authorizes* the Secretary-General to establish a special account for the African Union-United Nations Hybrid Operation in Darfur for the purpose of accounting for the income received and expenditure incurred in respect of the Operation;

43. *Decides* to appropriate to the Special Account for the African Union-United Nations Hybrid Operation in Darfur the amount of 1,275,653,700 United States dollars for the period from 1 July 2007 to 30 June 2008 for the establishment of the Operation;

Financing of the appropriation

44. *Also decides* to apportion among Member States the amount of 1,275,653,700 dollars for the period from 1 July 2007 to 30 June 2008, in accordance with the levels updated in General Assembly resolution 61/243 of 22 December 2006, and taking into account the scale of assessments for 2007 and 2008, as set out in its resolution 61/237 of 22 December 2006;

45. *Further decides* that, in accordance with the provisions of its resolution 973 (X) of 15 December 1955, there shall be set off against the apportionment among Member States, as provided for in paragraph 44 above, their respective share in the Tax Equalization Fund of 11,380,200 dollars, representing the estimated staff assessment income approved for the Operation;

46. *Emphasizes* that no peacekeeping mission shall be financed by borrowing funds from other active peacekeeping missions;

47. *Encourages* the Secretary-General to continue to take additional measures to ensure the safety and security of all personnel under the auspices of the United Nations participating in the Operation, bearing in mind paragraphs 5 and 6 of Security Council resolution 1502 (2003) of 26 August 2003;

48. *Invites* voluntary contributions to the Operation in cash and in the form of services and supplies acceptable to the Secretary-General, to be administered, as appropriate, in accordance with the procedure and practices established by the General Assembly;

49. *Decides* to keep under review during its sixty-second session the item entitled "Financing of the African Union-United Nations Hybrid Operation in Darfur".